



Department
for Transport

Digital Traffic Regulation Orders

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Introduction

Traffic authorities need to make a traffic regulation order (TRO) if they want to introduce a new rule about how a road is used or designed, or to make changes. A TRO is the legal order needed to set and enforce rules.

There are different types of TROs, for instance, they can be permanent, temporary, experimental or for special events. They can be in the form of orders or notices. TROs are needed to, for example, install a bus lane and set rules about who can use it and at what times, introduce controlled parking zones or pedestrianised areas, close a road, either permanently or temporarily, for road works and to set times and locations for loading and unloading.

Speed limit orders (SLOs) are made using the same procedures as for TROs, so this consultation and the proposals contained in it would also affect those where relevant. This document uses the term 'TROs' to include all types of relevant orders and notices.

TROs are a vital tool for traffic authorities in managing the public road network and traffic, which includes pedestrians and cyclists. We know that many more will be needed in the coming years to enable delivery of key government missions including to kickstart economic growth and the Secretary of State's priorities, including:

- improving bus services and growing usage across the country
- transforming infrastructure to work for the whole country, promoting social mobility and tackling regional inequality
- delivering greener transport
- better integrating transport networks

TROs contain a valuable set of data and will bring many benefits if it can be made available in a common digital format, from every authority so that it covers the public road network in England, from one trusted source, and as close to real-time as possible.

Some authorities also currently use paper-based processes, which are stored locally, to make TROs. This takes time, can lead to issues with record keeping and is inefficient. We hope that creating digital TROs across England will improve access of information relating to TROs relating to automated vehicles, the transport technology sector and deliver other administrative benefits from digitalisation, including for authorities, local communities who will be better informed about changes in their area, and TRO applicants such as utility companies needing to install and maintain their infrastructure.

Following [consultation](#) by the previous government, which showed over 87% of respondents supporting the proposal, [section 93](#) of the Automated Vehicles Act 2024 (the 2024 Act) gives the Secretary of State a power to make regulations requiring a traffic regulation authority to provide:

- prescribed information about a relevant traffic regulation measure
- in a digital format
- to a central publication platform
- in line with a common data model and standards

Regulations made under section 93 must also make provision about:

- to whom the information is to be provided
- when it is to be provided, and
- the manner and form in which it is to be provided

A traffic regulation authority is anyone that has the power to make traffic regulation measures (TRMs), including all traffic authorities, any authority to which power to make a TRO has been delegated, National Highways and Transport for London.

A TRM means an order or notice made under any of the following provisions of the [Road Traffic Regulation Act](#) 1984. This consultation will refer to TRMs as this is the term used in the 2024 Act and the draft Regulations:

- Section 1 (traffic regulation orders)
- Section 6 (orders regulating traffic in Greater London)
- Section 9 (experimental traffic orders)
- Section 14 (temporary orders and notices)
- Section 16A (special event orders), or
- Section 84 (speed limits)

The Department for Transport (DfT) has been building a central publication platform, also known as D-TRO, or the traffic regulation measures digital service, during 2024. It is currently in private beta testing with a number of authorities and software providers. It will be available for others to use voluntarily in 2025.

DfT has also been developing the D-TRO data specification with authorities and software providers. It includes the data model and standards that will apply to the TRMs that will need to be sent to D-TRO once the Regulations come into force, also in 2025.

The 2024 Act allows the Secretary of State to publish the information contained in TRMs for use by authorised automated vehicles or electronic equipment designed to undertake or facilitate the driving of other vehicles on roads.

This consultation is about the draft Regulations, or statutory instrument, that sets out the mandatory information that must be sent by all traffic regulation authorities to D-TRO, when that information must be sent, and the manner and form in which it must be sent, once the Regulations come into force.

It seeks your views and comments on the mandatory information to be supplied to D-TRO, and on the draft of the Regulations that will implement the power in Section 93 of the 2024 Act.

To note that the requirements in the draft Regulations are new. The new requirements do not amend or change any of the existing requirements in the Road Traffic Regulation Act 1984 or the associated procedure regulations ([The Secretary of State's Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1990](#); [The Road Traffic \(Temporary Restrictions\) Procedure Regulations 1992](#); [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996](#)).

DfT also plans to issue guidance to support implementation of the new requirements, including voluntary information that, if it is available, authorities can send to D-TRO.

This consultation and the draft Regulations apply to England only.

They relate to TRMs made on the public road network and will apply to:

- any TRMs made after the date when the Regulations come into force, and
- any TRMs which, although they were made before the date when the Regulations come into force, are amended after that date.

The 2024 Act also gives the Secretary of State powers to require information from TRMs made before 2024 (see section 93(9)), that is, the archive of existing TRMs. To note, except where a TRM was made before 2024 and is being amended after the coming into force of the Regulations, we are not requiring authorities to submit information in earlier TRMs at the current time. However, D-TRO will accept the submission of information from such TRMs if an authority wants to submit that information voluntarily.

How to respond

The consultation period began on Thursday 23rd January and will run until **Friday 21st March 2025**. Please ensure that your response reaches us before the closing date.

Please complete the online response form that can be found [here](#).

or email your consultation response to troenquiries@dft.gov.uk

When responding, please state whether you are responding as an individual or representing the views of an organisation. If responding on behalf of a larger organisation, please make it clear who the organisation represents and, where applicable, how the views of members were assembled.

If you have questions about this consultation please contact: troenquiries@dft.gov.uk

Freedom of Information

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the Freedom of Information Act 2000 (FOIA) or the Environmental Information Regulations 2004.

If you want information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information, we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on DfT.

DfT will process your personal data in accordance with the Data Protection Act (DPA) and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Data Protection

The Department for Transport (DfT) is carrying out this consultation to gather your views on proposed Regulations relating to digital Traffic Regulation Orders. This consultation and the processing of personal data that it entails is necessary for the exercise of our functions as a government department. If your answers contain any information that allows you to be identified, DfT will, under data protection law, be the Controller for this information.

As part of this consultation, we're asking for your name and email address. This is in case we need to ask you follow-up questions about any of your responses. You do not have to give us this personal information. If you do provide it, we will use it only for the purpose of asking follow-up questions. Any personal information you provide will be kept securely and destroyed within 2 years of the closing date. The consultation responses will be held within the DfT for 5 years.

DfT's privacy policy has more information about your rights in relation to your personal data, how to complain and how to contact the Data Protection Officer. You can view it at <https://www.gov.uk/government/organisations/department-for-transport/about/personal-information-charter>.

The D-TRO service

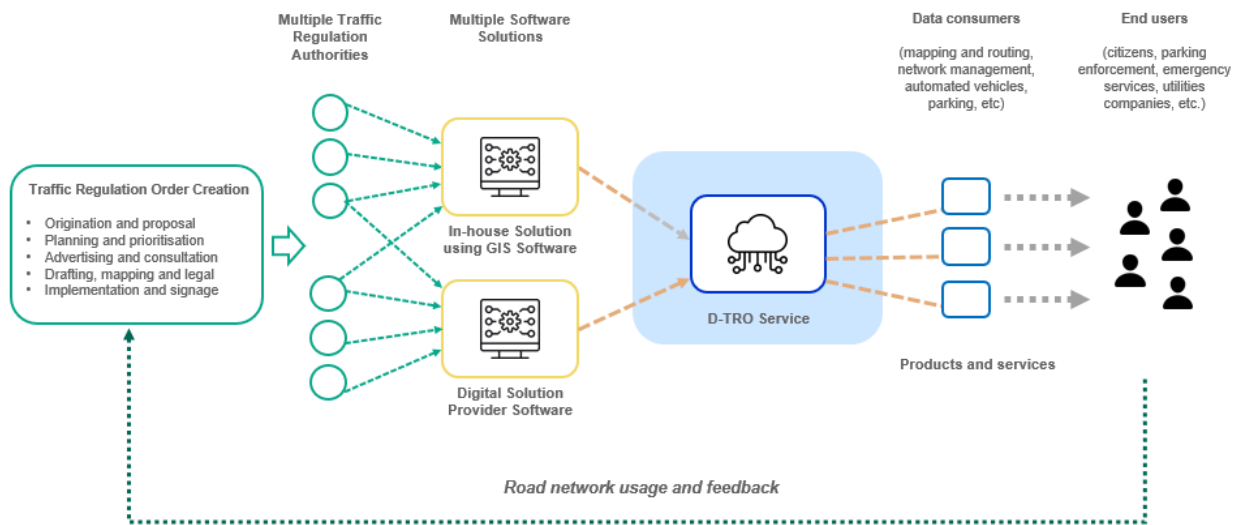
DfT is building, and paying for, the D-TRO service that is being designed and tested in line with the Government Digital Service's [service manual](#). Work has been ongoing for several years, with service designs based on ongoing user research and discussion with authorities and the software providers who currently provide them with products to produce TRMs.

This work has resulted in a design which envisages:

- Authorities using a software system to make and process TRMs. Authorities that currently use paper-based processes will need to ensure they are using a compatible system before the Regulations come into force
- The required information for TRMs will be sent via an application programming interface (API) to D-TRO in line with the D-TRO data specification
- Additional information can be sent voluntarily via an API if it is available and included in the data specification
- Data will be stored in D-TRO and made available, free of charge, as open data via APIs
- Data customers can subscribe and use the data

There are no plans to build and include a user interface or website for authorities.

The diagram below illustrates this design:



The D-TRO service is currently in the private beta testing phase with several users. It will be made available for public beta use at the end of January 2025.

More information on D-TRO, including recordings of webinars and other resources, can be found [here](#).

From the user research and responses to surveys by 108 authorities carried out as part of the D-TRO project by DfT's contractors, we believe that:

- around 68% of authorities are creating permanent and/or temporary TRMs using digital technology
- 32% are not, or are still using paper-based systems

Of the 68% of authorities using digital technology:

- 49% said they use a third-party software provider. There are several commercial providers of systems, with some having a larger market share than others
- 28% have an in-house solution
- 23% use a mix of both commercial products and an in-house solution

Of the 32% of authorities still using paper-based systems and who responded to the survey:

- 33% said that they planned to use a Digital Solution Provider to comply with D-TRO
- 13% plan to acquire an in-house solution
- 54% said that their plans are yet to be determined, with some waiting for this consultation and to see the D-TRO data specification

We believe there are 157 highway/traffic authorities in England (Source: this is the number registered to use the DfT's Street Manager Service for roadworks) and, from our survey, around 20 other authorities who have delegated powers to make TRMs. Using the 68%/32% estimates from the sample mentioned above, this means that an estimated 120 authorities currently use digital systems and an estimated 57 need to ensure they have a system in place for when the Regulations come into force. The providers of digital systems are developing modules to their existing products to send information to D-TRO.

We expect there to be administrative savings from authorities using digital systems to make and process TRMs as digitalisation usually saves time, improves data accuracy/reduces errors, speeds up the process and enables information to be shared with the public at consultation stage and when TRMs are made. It also enables on-line applications from utility companies, construction companies, special event organisers and others who need to apply for TRMs to, for example, close roads or install EV chargepoints, speeding up the time it takes to deal with applications and reducing costs that are passed on to them in fees.

Authorities are allowed to re-charge the cost of making TRMs. Around 80% of all TRMs made each year are temporary orders and notices needed for street and road works (Source: [TRO Discovery](#)). Government provides funding to authorities through the annual revenue support grant which they can use to support efficiency changes and digitalisation and the 115 authorities are likely to have used this funding already to improve their systems.

Authorities that do not currently make TRMs using digital means will need to ensure they have systems in place. We believe any cost will be minimal as, for example, commercial products are available at low cost, and that the benefits of digitalisation will deliver administrative benefits. Authorities are also likely to already have asset management systems and the providers of those are looking into providing TRM modules, in addition to the services already available.

We would like to seek views on when the draft D-TRO Regulations should come into force. The benefits of D-TRO will start to be delivered sooner if we bring them into force in June 2025, but we are aware that some authorities may need more time to ensure they can comply. The D-TRO service will be available for use from the end of January 2025.

Draft Regulations

Introduction

The draft Regulations, or statutory instrument, on which we are consulting implements the requirement for traffic regulation authorities (TRAs) who make traffic regulation measures (TRMs) to submit key information from them, in a consistent digital format, to the D-TRO service.

A TRM is an order or notice under the following sections of the Road Traffic Regulation Act 1984 (“the 1984 Act”)

- Section 1 (traffic regulation orders)
- Section 6 (orders regulating traffic in Greater London)
- Section 9 (experimental traffic orders)
- Section 14 (temporary orders and notices)
- Section 16A (special event order), or
- Section 84 (speed limits)

As noted above, orders or notices under the 1984 Act are made and issued by TRAs to, for example, set speed limits, install bus lanes and set times of use, and close roads for roadworks or special events. They contain a vital set of data about the public road network. The draft Regulations will enable improvement of information regarding traffic regulation measures for automated vehicles, the transport technology sector and road users. We expect that this will ensure consistency between each TRA and that data will be available in a common format from one, trusted Government source.

At present, TRAs make orders or issue notices using a variety of software systems or on paper, in a range of different formats and the data is stored locally. The draft Regulations require certain key information in relation to TRMs to be submitted in a digital format, in line with a data model and standard (known as the D-TRO data specification) prepared by DfT, to the D-TRO service.

The data submitted will be published as open data for use by automated vehicles and other electronic equipment designed to undertake or facilitate the driving of other vehicles on a road.

It implements, for England, the power in section 93 of the Automated Vehicles Act 2024 (the 2024 Act).

The draft Regulations apply to the main types of orders and notices used for TRMs on public roads, that is roads managed by TRAs, as this is the focus for digitalisation. Orders and notices are made using other sections of the 1984 Act, for example under sections 31, 45 and 46 and information on these can be sent voluntarily to the D-TRO service if it is available and included in the D-TRO data specification.

The draft Regulations will apply to all new or newly amended TRMs from the date they come into force. As noted in the introduction, information about TRMs made before that date can be sent voluntarily if it is available and complies with the D-TRO data specification.

TRAs already follow procedures for making orders and notices that are set out in three statutory instruments:

- [The Secretary of State's Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1990](#)
- [The Road Traffic \(Temporary Restrictions\) Procedure Regulations 1992](#)
- [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996](#)

The draft Regulations do not change these procedures, nor do they amend the 1984 Act.

Information that must be provided to D-TRO

The Regulations require a TRA to provide key information prescribed in respect of a TRM and each provision within a TRM. A provision within a TRM, for the purpose of the Regulations, refers to a provision which prohibits, restricts or regulates a part of the road and to which conditions or exceptions may be attached.

The following information must be provided by the TRA for each TRM:

- The date the TRM comes into force
- The title of the TRM
- A statement of the overall nature of the prohibition, regulation or restriction the TRM imposes
- The dates on which and the times, or anticipated times, at which it is to apply

- If the TRM varies, revokes, applies or suspends another TRM or a provision within a TRM, the unique D-TRO identifier (if there is one) of the TRM provision being varied, revoked, applied or suspended, so that the D-TRO record can be updated and the latest version is made available.

The following information must be provided for each provision within a TRM:

- its coming into force date
- identification of the prohibition, regulation or restriction it effects
- the dates on which it is to apply, and the times, or anticipated times at which it is to apply
- If the provision includes a diversionary route for traffic, details of that route including, where there is one, the name and number of each road and the sequence of Unique Street Reference Numbers (USRN) comprising it (i.e. as listed in the National Street Gazetteer)
- Whether it relates to a road
 - For which another authority is the highway or traffic authority
 - Which is subject to a concession or which has been assigned rights under a toll order (see [section 28\(1\)](#) of the New Roads and Street Works Act 1991)
 - On which a tramcar or trolley vehicle service is provided
 - That is included in the route of a local bus service
- If it relates to a footpath, bridleway, cycle track, restricted byway or a byway open to all traffic
- Any conditions or exceptions to which the provision is subject
- Details of any speed limits which are to apply
- Details of any charges which are to apply
- Details of the road or, if more than one road, each road to which the provision applies including
 - The Ordnance Survey grid references
 - The USRN, if it has one
 - Any other information relating to the geospatial location as is specified in the D-TRO data specification

The USRN is sometimes included in orders and notices by authorities, but it is not currently a requirement. We are interested in your views about including it in this draft

regulation. USRNs are used in street works and included on permit applications. They are also used as a common identifier of a road by mapping products and services as, for example, they can help to identify a specific High Street in a county, when there might be several with the same name.

The following details of each condition or exception to which a provision is subject, where relevant, must be provided:

- The vehicle classes affected or excepted
- The dimension limits or any affected or excepted vehicles, including any specified maximum vehicle height, width, length or mass
- Where the carriage of specified goods is affected or excepted, the goods affected or excepted
- Where vehicles of a certain fuel type are affected or excepted, the fuel type affected or excepted
- Where vehicles which meet, or do not meet, specified carbon dioxide emission performance standards are affected or excepted, details of those standards
- Where any speed limits are put in place, details of any conditions or exceptions to which they are to be subject
- Where vehicles are affected or excepted on the basis of specified driver or passenger characteristics, details of those specified characteristics
- Where traffic is required to proceed in a specified direction, or is prohibited from so doing, details of the requirement or prohibition
- The dates on which, and times at which, the condition is to apply, if this is different to the information provided in relation of the main provision
- Any other specified conditions or exceptions ("specified" means specified by the TRA)

The draft Regulations provide definitions of the terms used in this list.

In relation to temporary orders and notices made under section 14 of the 1984 Act, the additional information required (see regulation 6) is

- The TRA must provide the actual start and stop time of each provision on the order or notice, if this is different to the planned or anticipated times
- The actual time that the order or notice ceased to have effect

The provision of actual start and stop times for TRMs is not currently provided by TRAs. Most temporary orders and notices are for utility street and highway authority road works and the provision of actual start and stop times are required under street works' legislation (the Street Works (Charges for Unreasonably Prolonged Occupation of the Highway)

(England) Regulations 2009). It is hoped that, in time, this information can be shared digitally between the DfT's Street Manager service for planning and managing works and the D-TRO service.

In the meantime, the draft Regulations make it a requirement for TRAs to provide this information as TRMs will be used to, for example, close roads or lanes or to cover the use of temporary traffic management such as traffic lights. This is vital information for road users so that they know when the road has been re-opened to traffic. It will only apply to TRAs as utility companies and contractors do not have access to D-TRO.

We are interested in your views on the provision by TRAs of actual start and stop times.

In relation to experimental orders made under section 9 of the 1984 Act, the additional information required is:

- If it is modified or suspended
 - The effect of the modification or suspension and
 - The planned duration of the modification or suspension
- Or if any prohibition, regulation or restriction effected by the order, or any provision of the order, ceases to have effect earlier than the anticipated date
 - The nature of the prohibition, regulation or restriction that has ceased to have effect and
 - The actual date on which the order or provision ceased to have effect

The draft Regulations require the information to be sent to the D-TRO service electronically to the traffic regulation measures digital service, and in line with the D-TRO data specification (see regulation 8).

Timing

The table below sets out when the information must be sent

1	Orders under sections 1, 6 and 84 (permanent and speed limit orders) of the 1984 Act	• within two working days beginning with the date on which the TRA approves the notice of proposals for publication • as soon as practicable after the order has been made, and in any event within the period of two working days beginning with the date on which it is made
2	Orders under section 9 (experimental traffic orders) of the 1984 Act	• as soon as practicable after the order has been made, and in any event within the

		period of two working days beginning with the date on which it is made • where the order is extended under section 9(4) (extension of experimental traffic orders up to 18 months) of the 1984 Act, within the period of two working days beginning with the date on which the authority directs that the order is extended • where the order is extended under section 9(5) (extension of experimental traffic orders beyond 18 months: Greater London) of the 1984 Act, within the period of two working days beginning with the date on which the Secretary of State issued the direction • where the operation of the order, or any provision of the order, is modified or suspended in accordance with section 10(2) of the 1984 Act, within the period of two working days beginning with the date on which the order, or provision, was modified or suspended • where the restriction, regulation or prohibition effected by the order, or by any provision of the order, ceases to have effect earlier than the anticipated date, within the period of two working days beginning with the date on which the order or the provision of the order ceased to have effect
3	Orders under section 14(1) (temporary traffic regulation orders) of the 1984 Act	• subject to rows 4 and 5 below, within the period of two working days beginning with the date on which the TRA approves the notice of intention to make the order to be published in accordance with either regulation 3(2) or 8(3) of the 1992 Regulations, whichever is applicable • where the only effect of the order is to continue in force a prohibition or restriction imposed by a notice under section 14(2) of the 1984 Act, as soon as practicable after the order has been made, and in any event within the period of two working days

4	In relation to the information prescribed relating to actual starts for orders and notices	• in the case of a start time occurring within the period beginning with 12am and ending with 7.59am, 10am on the same day • in the case of a start time occurring within the period beginning with 8am and ending with 4.30pm, two hours after the start time • in the case of a start time occurring within the period beginning with 4.31pm and ending with 11.59pm, 10am on the next day
5	In relation to the information prescribed relating to actual stops for orders and notices	• in the case of a stop time occurring within the period beginning with 12am and ending with 7.59am, 10am on the same day • in the case of a stop time occurring within the period beginning with 8am and ending with 4.30pm two hours after the stop time • in the case of a stop time occurring within the period beginning with 4.31pm and ending with 11.59pm, 10am on the next day
6	Where the order is continued by direction of the Secretary of State under section 15(3) or (5) of the 1984 Act	• within the period of seven working days beginning with the date on which the direction was received
7	Orders under section 16A (prohibition or restriction on roads in connection with certain events) of the 1984 Act	• the day on which the TRA makes the order

Orders under sections 1, 6 and 84 (permanent and speed limit orders) of the 1984 Act, and orders under section 14(1) (temporary traffic regulation orders) of the 1984 Act are published both when they are proposed and when they are made (apart from Orders that continue a restriction or prohibition imposed by a notice under section 14(2)). This is to allow for consultation on permanent and speed limit orders, and to give notice for temporary traffic regulation orders.

The Regulations require the information relating to section 1, 6 and 84 orders to be sent to D-TRO both when the authority approves the notice of proposals for publication, and when the TRM is made, so that the data could be used to support consultations and information sharing. For temporary traffic regulation orders under section 14(1) (apart from the ones noted above), the Regulations only require the information to be sent to D-TRO when the

authority approves the notice of proposals for publication, but there are additional requirements to send information to D-TRO in relation to "real-time" starts and stops (see regulation 9(4)(c) and (d)) and if any information needs to be updated (see regulation 10).

Finally, the draft Regulations require TRAs to ensure that all information submitted to D-TRO is accurate and, if it becomes aware that any information is, or has become, inaccurate, it must correct the information as soon as possible.

DfT plans to issue guidance to support the implementation of the Regulations when they are laid before Parliament. That guidance will also set out the voluntary information that can be sent if available to the D-TRO service.

Questions

Please complete the online response form that you can find [here](#).

Summary of questions

Q1: What is your name?

Q2: What is your email?

Q3: Are you responding on behalf of an organisation?

Q4: Your organisation's name is?

Q5: Your organisation is a:

- Local authority
- Technology company
- Utility company
- Representative organisation
- Another type of organisation

Q6: When would you want the requirement to submit information to D-TRO to come into force?

- 1 July 2025
- 1 October 2025
- Either date
- Why that date?

Q7: Do you agree or disagree that the list of information required in respect of a traffic regulation measure is the correct data to include?

- Agree
- Disagree
- Don't know

Q8: Do you think certain information required in respect of a traffic regulation measure should be:

- Changed in the list
- Added to the list
- Removed from the list

Q9: What do you think should be changed and why?

Q10: What do you think should be added and why?

Q11: What do you think should be removed and why?

Q12: Why [see if agree to Q7]

Q13: Do you agree or disagree that the list of information required in respect of each provision of a TRM is the correct data to include?

- Agree
- Disagree
- Don't know

Q14: Do you think certain information required in respect of each provision of a TRM should be:

- Changed in the list
- Added to the list
- Removed from the list

Q15: What do you think should be changed and why?

Q16: What do you think should be added and why?

Q17: What do you think should be removed and why?

Q18: Why [see if agree to Q13]

Q19: Do you agree or disagree that the list of information required in respect of conditions attached to a TRM is the most correct data to include?

- Agree
- Disagree
- Don't know

Q20: Do you think certain information required in respect of each provision of conditions attached to a TRM should be:

- Changed in the list
- Added to the list
- Removed from the list

Q21: What do you think should be changed and why?

Q22: What do you think should be added list and why?

Q23: What do you think should be removed and why?

Q24: Why [see if agree to Q19]

Q25: In your view, what, if any, information is missing and should be included in the draft regulations?

Q26: In your view, should we be asking for the unique street reference number to be supplied where it exists ?

- Yes
- No
- Don't know

Q27: Why?

Q28: In your view, should we be asking for actual starts and stops to be supplied by authorities so that road users know when restrictions are in place?

- Yes
- No
- Don't know

Q29: Why?

Q30: Do you agree or disagree that the proposed timings for sending the information to D-TRO are clear and appropriate?

- Yes
- No
- Don't know

Q31: Why?

Q32: Your view is that the required information should be sent when TRMs under section 1 of the 1984 Act are:

- Proposed
- Made
- Proposed and made
- Why?

Q33: Your view is that the required information should be sent when TRMs under section 6 of the 1984 Act are?

- Proposed
- Made
- Proposed and made
- Why?

Q34: Your view is that the required information should be sent when TRMs under section 84 of the 1984 Act are?

- Proposed
- Made
- Proposed and made
- Why?

Q35: Any other comments?